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Report of the joint field visit to Haiti of the Executive Boards of UNDP/UNFPA, UNICEF and WFP*, 1-9 March 2008

Summary

A delegation of 20 members of the Executive Boards of UNDP/UNFPA, UNICEF and WFP visited Haiti from 1 to 9 March 2008 to witness first-hand the operations of the four organizations, including inter-agency collaboration and cooperation, and to gain insight into the contributions the organizations were making to assist Haiti in attaining its national development goals in the context of sustainable development and internationally agreed development goals, including the Millennium Development Goals.

Haiti remains a fragile state confronted by numerous socio-economic, environmental and law and order challenges. Efforts are under way to put the country back on the path to stability and sustainable development, supported by widening partnerships between the Government and other stakeholders, including the United Nations system, donors, civil society and the private sector. Haiti's growth and poverty reduction strategy paper, 2008-2010, articulates the vision and the resource requirement to "lift Haiti out of poverty and destitution" and delineates the Government's strategic development priorities.

* This document will also be submitted to the Executive Board of the World Food Programme at the annual session of 2008, as document WFP/EB.A/2008/INF/1.

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During the joint field visit, the delegation met with the Prime Minister of Haiti, cabinet Ministers, other senior government officials at national and local levels, the Special Representative of the Secretary-General, the two Deputy Special Representatives (one of whom also serves as the United Nations resident coordinator and the humanitarian coordinator), other senior United Nations officials, including the in-country heads of UNDP, UNFPA, UNICEF and WFP and staff of MINUSTAH — the United Nations Stabilization Mission in Haiti, as well as other stakeholders, including donors, civil society/non-governmental organizations and the private sector. The delegation visited project sites in the capital and in other parts of the country, including departments in the north and the south.

The present report takes an innovative approach in that the analysis is anchored in the guidance provided by the United Nations General Assembly on the triennial comprehensive policy review of the operational activities for development of the United Nations system, as contained in resolution 62/208. Focusing on the specific situation, national priorities and needs of Haiti, the recommendations contained in the present report are guided by and framed in the context of resolution 62/208.

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I. Introduction

1. A delegation of 20 members of the Executive Boards of UNDP/UNFPA, UNICEF and WFP undertook a joint field visit to Haiti from 1-9 March 2008.[1]

2. The purpose of the joint field visit was to enable the members of the Executive Boards to witness first-hand the operations and programmes of UNDP, UNFPA, UNICEF and WFP at the country level and to gain insight into the contributions the organizations are making and the challenges they face in assisting Haiti in its efforts to attain national development goals, in the context of sustainable development and internationally agreed development goals, including the Millennium Development Goals (MDGs).

3. The visit provided an opportunity to gain close insight into such United Nations system-wide issues as inter-agency collaboration and coordination, joint programming, United Nations reform (including harmonization, simplification, and the resident coordinator system), South-South cooperation, donor coordination, and partnerships with civil society, the private sector, and multilateral and bilateral agencies. The visit also enabled the members of the Executive Boards to gain insight into the functioning of the United Nations country team (UNCT) within the context of the United Nations Stabilization Mission in Haiti (MINUSTAH).

4. The joint field visit included the following components: (a) briefings with the Special Representative of the Secretary-General (SRSG), the Principal Deputy Special Representative of the Secretary-General (PDSRSG) and the Deputy Special Representative of the Secretary-General (DSRSG) who is also the United Nations resident coordinator and the humanitarian coordinator, the UNCT and other staff of the MINUSTAH; (b) meetings with the Prime Minister, Ministers and other government officials at the national and local levels; (c) meetings with representatives of the private sector and civil society; (d) meetings with multilateral and bilateral donors; (e) on-site visits to projects in some of Haiti's 10 departments; and (f) a press briefing.

5. The delegation wishes to sincerely thank the Government and people of Haiti for making the visit possible, and particularly for the fruitful and informative discussions. The delegation would also like to express its deep appreciation to the United Nations staff in Haiti for their dedication and the excellent organization of the field visit, as well as for their valuable input to the discussions.

II. Background

6. Haiti is the third-largest country in the Caribbean after Cuba and the Dominican Republic. Its terrain consists mainly of rugged mountains with small coastal plains and rivers. With an estimated population of over 9.6 million, Haiti remains the poorest country in the Western Hemisphere and ranks 146 out of 177 countries according to the 2007 United Nations Human Development Index. More

[1] The team leader of the delegation was H. E. Mr. Peter Burian (Slovak Republic). For project site visits the delegation was divided into two groups: one group was led by H.E. Mr. Fernand Poukre-Kono (Central African Republic) and the other group was led by H.E. Mr. Burian and co-led by H.E. Mr. Pavle Jevremovic (Serbia). The chief rapporteur was Ms. Anna Ovacharenko (Russian Federation) with reporting also contributed by other members of the delegation.

than 50 per cent of the Haitian population lives below the poverty line. Twenty-eight per cent of the gross domestic product (GDP) comes from the agricultural sector, while the industrial sector contributes only 20 per cent; the remainder of the GDP comes from the service sector.

7. Since the election of President René G. Préval in February 2006, the convening of the new Parliament and the establishment of a new Government, much progress has been made in re-establishing democratic governance and revitalizing the national dialogue, thus putting Haiti back on the path to socio-economic stabilization and recovery. The Government is committed to strengthening state institutions, in particular within the justice sector and undertaking police reform as well as promoting socio-economic development in the urban and rural areas. With the reinstatement of Haiti in the Caribbean Community (CARICOM), President Preval's Government is strengthening relations with its Caribbean neighbours and Latin American countries.

8. Although still fragile, the security situation has improved considerably since 2007. With the support of the United Nations and other members of the international community, police reforms are well under way, with some 8,350 Haitian National Police currently in service. Yet severe challenges remain which, if not addressed, threaten to throw Haiti back into political instability. The deep socio-economic divide in the country together with illicit trafficking in drugs and arms and armed violence are amongst the greatest threats to security in Haiti. Weak institutional capacity, brain drain, high illiteracy and unemployment rates, restricted access to basic social services, the high cost of living and extreme disparities in wealth, as well as vulnerability to natural disasters and environmental degradation must be addressed early if stability is to be sustainable.

9. Due to lack of income, Haiti is heavily dependent upon external assistance. In 2006, about 60 per cent of the national budget consisted of contributions from bilateral and multilateral donors. Of this, United Nations organizations contributed between 15 and 20 per cent. Like many other countries of the Caribbean, Haiti has a large diaspora and remittances are the primary source of foreign exchange, totalling nearly a quarter of GDP and over double the total for exports. In 2006, the GDP per capita was estimated to be about $600.

10. The Document de Stratégie Nationale pour la Croissance et pour la Réduction de la Pauvreté, 2008-2010 (DSNCRP), Haiti's growth and poverty reduction strategy paper, was completed in November 2007 and will be officially presented to donors at the International Conference on the Implementation and Financing of the DSNCRP, 24-25 April 2008. The document outlines the Government's strategic development priorities for the coming years and has identified three overarching priority areas: (a) development of sectors for economic growth; (b) provision of basic social services; and (c) democratic governance, prioritizing the justice sector, security and local governance.

11. In order to consolidate economic and social stability in Haiti, the Government must improve the living conditions of the people within the DSNCRP implementation period. The expectations of the population are high, whilst the capacity of the Government and the private sector to deliver remains low. In order to prevent a relapse into political instability, the international community needs to remain fully engaged in the process to consolidate peace and development in Haiti.

III. The United Nations presence in Haiti

12. In April 2004, as a result of the Security Council resolution 1542 (2004), the United Nations Stabilization Mission in Haiti was established. As an integrated mission, MINUSTAH includes both military and civilian components, including the UNCT. The various components of MINUSTAH are outlined in annex 3.

13. There are 18 United Nations specialized agencies, funds and programmes represented in Haiti.[2] The majority of the United Nations staff is located in Port-au-Prince. However, WFP has a large sub-office in Cap-Haïtien, with a staff of 50. There is a plan to open another office in Jacmel (Sud-Est), as soon as resources permit an expansion to cover additional vulnerable departments in Haiti.

14. The United Nations Development Assistance Framework (UNDAF), 2009-2011, is currently being completed. This framework is designed to embody peace consolidation and transition to a development strategy to be implemented prior to the next presidential election (scheduled for 2010). The UNDAF aims at short-term stabilization activities at the same time as laying the ground for longer term recovery and development.

15. In December 2006, while awaiting the finalization and implementation of the UNDAF, the United Nations system presented a transitional appeal for the period January 2007-June 2008. Thus far, the transitional appeal has enabled the mobilization of $13.8 million in support of bridging activities of the United Nations agencies, funds and programmes in Haiti. An additional $9.8 million was raised by United Nations organizations and non-governmental organizations (NGOs) in 2007 for activities in the areas of emergency humanitarian assistance, food security and nutrition, disaster preparedness and response, health, agriculture, and conflict resolution. Substantial additional resources were also raised for specific interventions, including for joint programmes.

16. In support of the national priorities, as expressed by the Government, the UNCT facilitated implementation of projects and contributed to policy formulation in the critical areas of justice reform and the rule of law, human rights, education, health, gender, child protection, environment, public administration and local governance:

(a) *Strengthening the rule of law and democratic institutions for the respect and promotion of human rights*:

- Since the Government led by Prime Minister Jacques-Edouard Alexis took office on 8 June 2006, the security situation has improved significantly. A

[2] These include resident and non-resident organizations: the United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), World Food Programme (WFP), United Nations Office for Project Services (UNOPS), United Nations Development Fund for Women (UNIFEM), United Nations Capital Development Fund (UNCDF), United Nations Volunteers (UNV), Joint United Nations Programme on HIV/AIDS (UNAIDS), World Health Organization (WHO)/Pan-American Health Organization (PAHO), World Bank, Food and Agriculture Organization (FAO), International Labour Organization (ILO), Office for the Coordination of Humanitarian Affairs (OCHA), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Environment Programme (UNEP) covered from the regional office in Panama, United Nations Human Settlements Programme (UN-HABITAT) and the International Fund for Agricultural Development (IFAD).

national plan to reform and develop the Haitian National Police is being implemented, aiming at making the police force more professional and increasing the size of the force to 14,000 by 2011. Three laws were recently enacted by the National Assembly concerning the independence of the judiciary. To achieve sustained results in this respect, continuous support by the international community to reorganize the Ministry of Justice and Public Security, reform of the judiciary, restoration of the access to the justice system for all citizens, rehabilitation and development of the correction system and modernization of legislation will remain crucial during the coming years.

- In the area of small arms control, MINUSTAH together with UNDP is assisting the Government in the revision of current legislation on the importation and possession of arms, and implementation of a weapons registry system.

(b) *Harmonizing national production with the growth of the population, in order to make the country able to provide opportunities for all, reduce inequality, and promote social inclusion*:

- More than 1.7 million days of work (some 80,952 person/months) were jointly generated by the activities of the United Nations system (in particular by FAO, UNDP, WFP) and the International Organization for Migration (IOM), notably in the areas of rehabilitation of community infrastructure and the environment.

(c) *Making basic services available to the majority of the population*:

- On 5 November 2007, the Government launched a mass immunization campaign throughout the country, drawing on support from PAHO/WHO, UNICEF and MINUSTAH (which played a critical role in ensuring the necessary security and logistical support). To date 397,315 children under age 5 have been vaccinated with the polio vaccine; 1,848,200 children (aged 1-19 years) have received the measles, mumps and rubella vaccine; 123,216 women of reproductive age have received the diphtheria, pertussis and tetanus vaccine; and 624,406 school children have received deworming treatment in five departments of Haiti.

- In May 2007, the Government adopted a national strategy on "Education for All", in coordination with UNESCO which leads the Education Sector Group in Haiti. An implementation plan for the strategy was prepared in January 2008 by the Government, drawing on cooperation with the United Nations system (including UNICEF and UNESCO), multilateral partners (including the World Bank and the Inter-American Development Bank) and bilateral donors.

- Access to basic services is supported by several joint/inter-agency programmes including a five-year project on the reduction of maternal mortality executed by UNFPA and UNICEF to strengthen the management capacity of the Ministry of Health at national and department levels and to reduce the rate of the unmet need for family planning. In addition, UNFPA, UNICEF and UNIFEM are supporting the Ministry of Women's Affairs in implementing its plan to fight violence against women.

- Through South-South cooperation, the UNCT is strengthening its support to a network of services for victims of gender-based violence (UNFPA) and implementation of a waste management project (UNDP). UNDP is also supporting the implementation of a water supply programme providing access to safe water and sanitation to the population of rural areas.

17. The UNCT has been actively involved in the efforts for disaster prevention and response, in particular after the hurricanes "Dean" (in August 2007) and "Noël" (in October 2007), during which heavy rains, high winds and flooding affected over 40,000 families. The Government's response to these emergencies, with technical assistance by UNDP, was closely coordinated with national and international relief organizations, the donor community, and relevant United Nations organizations.

IV. Key findings

A. Building national capacity

18. The vision of the United Nations General Assembly in regard to the development process and the role of the United Nations operational activities for development is that each country must take primary responsibility and leadership for its own development on the basis of national policies and development strategies. National efforts should be complemented by supportive international programmes and measures, taking into account specific national conditions and ensuring respect for national ownership, strategies and sovereignty.

19. Capacity development is the core business of the United Nations system and in its operational activities for development the system should use, to the extent possible, national execution and available national expertise and technologies; avoid the practice of establishing parallel implementation units outside of national and local institutions; progressively rely on national systems for procurement; facilitate access to new and emerging technologies; and assist national Governments in creating an enabling environment for civil society, national NGOs and the private sector to contribute to the development process.

20. Haiti remains a fragile state with weak institutions. The need for capacity-building is particularly high at the department and local levels. The country's difficult topography combined with poor infrastructure reinforces the dependency of the population on the provision of services by the local authorities. The delegation recommends the further involvement of local authorities in development activities, in order to enable the authorities to strengthen their involvement in the delivery of humanitarian and development services. The involvement of local communities is also an important factor in the development of rural areas, in particular in the promotion of agriculture and fisheries. This could help curb the rural-urban migration and reduce pressure on the cities.

21. During a meeting with the delegation, the Prime Minister identified major challenges facing Haitian society, including low employment (60 per cent unemployment); illiteracy (only 50 per cent of children aged 6-11 attend primary school); lack of basic health care and food security; and deforestation and land degradation. Additional challenges derive from the "high risk" image of the country and a lack of qualified human resources (partly due to high levels of outmigration).

22. The delegation observed the determination of the Haitian Government to improve the socio-economic climate in the country. In this regard, the highest priority is given to institutional capacity development of the state, as well as to the strengthening of local authorities. This requires close and long-term collaboration between all actors -- the Government, MINUSTAH and the UNCT, donors, civil society and the private sector.

23. Since the new Government took office in June 2006, the Haitian leadership has embraced a close partnership with the international community. The United Nations system together with other development partners, businesses, financial institutions, rural communities and universities contributed to the drafting of the DSNCRP. UNDP made resources and expertise available to the Government during the designing of the consultative process, the preparation of background materials, and the costing of the plan. The other members of the UNCT, including UNICEF, UNFPA and WFP brought their expertise to bear on the analytical parts of the report. Although finalized in a very short period (10 months), the document seems to enjoy support from civil society and the private sector.

24. The DSNCRP, Haiti's growth and poverty reduction strategy, is the principal mechanism established by the Government to ensure that the efforts and assistance of the international community are coordinated and that national capacity is being developed. It builds on and replaces the Interim Cooperation Framework, 2004-2007, which, in the absence of an elected Government, was based on a much stronger direct involvement of donors and non-state local and international actors. The DSNCRP articulates the vision of the Government and the resources required to "lift Haiti out of poverty and destitution" (as stated in the foreword by the Prime Minister) and set the country on the path to achieving the MDGs.

25. The International Conference on the Implementation and Financing of the DSNCRP in April 2008 is aiming at: (a) a multi-party agreement on the financing of the DSNCRP on a triennial basis; (b) an agreement on the predictability of budgetary support to the Haitian budget; and (c) an agreement on a transitional strategy to implement the principles of the Paris Declaration on Aid Effectiveness. The Prime Minister is planning a number of visits abroad to mobilize high-level participation and support for this event and for the strategy. The United Nations resident coordinator has been invited to participate in these visits – a testimony to the appreciation by the Government of his role and the quality of the cooperation between the Government and the UNCT at the policy level.

26. In close coordination with the Government, the UNCT has started to develop its UNDAF to respond and contribute to the implementation of the DSNCRP. The UNDAF, which will be the basis of the UNDP, UNFPA, UNICEF and WFP country programmes (to be submitted by the four organizations to their respective Executive Boards in 2008) will have a three-year duration to facilitate the alignment of the country programmes with the DSNCRP and the budget cycle of the Government.

27. Given Haiti's current situation, the United Nations agencies are taking different approaches in delivering their activities. The imperative to respond to emergency needs, achieve visible short-term results and benefits for the population, and secure a minimal prevention of disasters is leading the UNCT, in coordination with the Government, to consider a mix of upstream and downstream projects.

28. Upstream projects include the above-mentioned support to the development of the growth and poverty reduction strategy, as well as support to: the electoral process; the role of Government as coordinator of external assistance; administrative reform; preparation of a road map for the promotion of conditions conducive to private sector development; assessment of national water and sanitation needs and planning to achieve the relevant MDG; the improvement of the rule of law (together with MINUSTAH); the Ministry of Health in its strategy to reduce maternal mortality and improve vaccination coverage; and the Ministry of Women's Affairs to achieve gender mainstream.ng and improve the situation of women, including the exercise of their rights.

29. Upstream policy and advisory support to the Government is complemented in most cases by downstream projects and activities that are used either as demonstration projects or as prototypes for replication throughout the country. Examples of such projects include the ILO/WFP/UNDP project on the stabilization of watersheds in Gonaives linked to national disaster prevention strategies; and the UNFPA/UNICEF/CIDA[3] support to six referral hospitals in the country, which is nationally executed and includes an important component of capacity development within the Ministry of Health and in the three concerned geographical regions.

30. Other downstream projects that have had both direct and indirect impact on the population include school feeding and nutrition programmes. For example, the provision of food assistance to school canteens by WFP allowed school attendance to increase, with more than 322,000 pupils in 700 schools in the country receiving 9,000 metric tons of food in 2007 alone. Through its nutrition programmes, WFP provides food assistance to pregnant women, lactating mothers and children under age 5, HIV patients and their families, as well as tuberculosis patients. As part of its programmes targeting pregnant women and malnourished children, WFP distributed more than 15,000 tons of direct food assistance to more than 707,000 beneficiaries.

31. Consistent with the low implementation capacity of the state at national and department levels, the proportion of nationally executed projects is low. To increase the speed of delivery of existing nationally executed projects, the Government tends to outsource some of the procurement functions back to the United Nations (for example, hiring of experts and procurement of foreign equipment). Bearing in mind that national execution is an important factor contributing to the development of national capacities, the delegation recommends that projects that have not done so should review their approach in this regard, with a view to supporting capacity-building to increase the level of national execution.

32. One of the most important challenges to capacity development in Haiti is the difficulty the Government faces in retaining qualified staff. The advent of large international projects and agencies has increased the demand for qualified national staff and raised the level of expected salaries and benefits far beyond what the Haitian Government can offer. While the Prime Minister has given the highest priority to addressing this challenge, few ideas and solutions are forthcoming. The delegation recommends that the United Nations make use of its international network to provide the Government of Haiti with examples of best practices and policy advice in this regard, within the framework of the administrative reform project.

[3] Canadian International Development Agency (CIDA).

B. Mobilizing national and international resources for development

33. Notwithstanding the complementarity and linkages among such issues as the management of public finances and debt, good governance and the rule of law, the mobilization of domestic resources, attracting international aid flows and investments, and increasing the countries' benefits from international trade, the United Nations operational activities for development are expected to support government efforts and leadership in mobilizing, programming and coordinating international assistance. In so doing, principles such as national ownership, harmonization, alignment with national processes, and an emphasis on results and mutual accountability are fundamental.

34. The trade embargo and other sanctions imposed on Haiti in 1993 led to a significant reduction of bilateral and multilateral aid, leaving only core resources available to a few United Nations funds and programmes, some humanitarian aid agencies and a few NGOs. At the same time, international trade and investment were brought to a standstill, and the private sector was considerably reduced.

35. After the installation of the transition Government in 2004, international development aid to Haiti rapidly increased reaching approximately $500 million in 2007. Similarly, the mobilization of resources by the United Nations development system increased significantly. This surge in funding, albeit very necessary, has at times overwhelmed the coordination and implementation capacity of the Government and the main actors present in Haiti, both private and public. The drafting of the DSNCRP and the international donor conference scheduled for the end of April are therefore important milestones in strengthening national leadership and the coordination of external assistance.

36. Another important instrument in support of the DSNCRP will be the midterm expenditure programme that would normally cover a three-year period, the full period of the growth and poverty reduction strategy in this case. This expenditure programme would bring together a predictable expression of donor and government commitments in delivering on the DSNCRP. It would also create a greater incentive for all actors to work within the priorities set by the Government in the DSNCRP.

37. Predictability of funding is crucial, especially in the humanitarian assistance and recovery periods of a crisis. It is therefore necessary that the United Nations funds and programmes be able to rely on core funding in order to maintain flexibility and agility in programming and delivery. Programmes that currently cannot rely on core funding find their operations sometimes seriously hampered. The United Nations funds and programmes have also had to programme with a short-term horizon, thereby reducing their effectiveness and efficiency. Clearly, these funds and programmes would benefit from a closer review of their funding structure with a view to increasing, or in some cases, establishing predictable funding that would ensure the sustainability of their programming.

38. Recognizing that a high level of earmarking of external assistance can lead to the fragmentation of aid, loss in effectiveness and a reduction in the ownership and leadership of the government, the United Nations General Assembly, as well as the Paris Declaration on Aid Effectiveness, promote the use of un-earmarked or soft-earmarked funding modalities. The delegation observed that donor support to Haiti through the United Nations funds and programmes is strongly earmarked. The efforts by the UNCT to establish multi-donor trust funds, in such areas as the rule of

law and the electoral process, are therefore commendable. However, it is important to stress that these trust funds should be managed in a way that increasingly applies the principles of national execution.

39. The Government is considering three possible approaches to coordinate the international support for the implementation of the DSNCRP: (a) a single reconstruction fund managed by the Ministry of Finance (direct budget support) – the European Commission already provides some support in this way; (b) a series of sector-specific multi-donor trust funds (sector wide approach); and (c) a series of "virtual funds" (substantive coordination without merging of the funds). In this regard, the delegation recalls paragraph 103 of General Assembly resolution 62/208[4] encouraging the United Nations development system to be invited to participate ex officio in such coordination modalities and recommends that the UNCT enhance its participation in support of the Government.

40. There are various levels of coordination among the donor community with the involvement of the UNCT. The first level is a core group formed by the Ambassadors of donor countries that meets once a month. The next level includes approximately 10 countries/agencies (the so-called G-10) including the World Bank, the Inter-American Development Bank, the European Union and the main bilateral cooperation agencies, as well as on a rotating basis a representative of Argentina, Brazil and Chile. The Prime Minister conducts regular monthly meetings with this group that is coordinated by the United Nations resident coordinator and which may become the donor support group to the DSNCRP. The third level comprises the enlarged donor group that meets on a monthly basis. A number of sector round tables also exist for technical level coordination between the donors and the Government. A number of these round tables are facilitated by the UNCT (for example, those pertaining to water, health, education, gender, HIV/AIDS, and the rule of law). These round tables are being reviewed in the light of the implementation of the DSNCRP, to explore, inter alia, how Government leadership of these round tables could be enhanced.

41. The delegation observed that there is excessive fragmentation of aid channelled through NGOs at country and sector levels. Strengthened government capacity is required to supervise, monitor and harmonize such aid. There is also a need to enhance mutual accountability and transparency in the use of resources for Haiti's development to ensure a long-term impact.

42. The absence of an adequate legal framework, low level of security and stability and a lack of financial capacity hampers the private sector from participating meaningfully in the development of Haiti. Due to economic insecurity, many businesses are reluctant to stay in the country and prefer to direct their investment outside Haiti (predominantly to the Dominican Republic and the United States of America). In this regard the UNCT is working closely with the private sector to facilitate a dialogue with the parliament in order to develop and promulgate laws to create an environment conducive to private sector and foreign direct investment.

43. Further efforts are needed to strengthen the policy space for dialogue between the private sector and the Government, so as to enable an effective business

[4] See General Assembly resolution 62/208 of 19 December 2007 on the triennial comprehensive policy review of operational activities for development of the United Nations system.

environment, build institutional capacity and identify common priorities. The UNCT provides some assistance to the private sector in evaluating the legal framework. However, the existing communication between the Government, UNCT and local businesses (which see the UNCT as being too focused on the Government) is inadequate and needs to be improved. The private sector should be the engine of growth, particularly with regard to improving the country's economic status, job creation and trade. It needs to take an active role in the local mobilization of resources for trade. On the other hand, it is clear that the private sector requires a more secure and stable environment, as well as the rule of law to reduce risks and insurance costs and increase direct investment.

44. The Government is engaged in strengthening the contacts between the Haitian population and the Haitian diaspora. The international community, including the UNCT, as an impartial actor, is well placed to support the Government in this endeavour and facilitate the flow of remittances to social and productive projects, including in areas of origin of members of the diaspora.

C. South-South cooperation and regional cooperation

45. Reaffirming the increased importance of South-South cooperation, the United Nations General Assembly has encouraged the funds, programmes, specialized agencies and other entities of the United Nations system to mainstream support to South-South cooperation and triangular cooperation in their programme activities. In doing so, the enhancement of development effectiveness and national capacity development remain important principles. The General Assembly has also recognized that this type of exchange of expertise is particularly valuable among countries with experience in transition from relief to development.

46. While a large number of developing countries are contributing to the Government's effort to stabilize the security of Haiti through their significant contributions to MINUSTAH, a number of neighbouring countries and countries from the region have offered to support the Government in its effort to reduce poverty and achieve the MDGs. Some of this support is provided bilaterally, such as the provision by Cuba of medical doctors and nurses (5,000 of them are estimated to be working at health centres in Haiti's 140 "communes") as well as medical training. Triangular cooperation also exists in some areas of Port-au-Prince, for example, the Brazil, Spain and Canada partnership in health activities.

47. The Haiti Government is also strengthening its role and partnership with regional institutions. Two relevant steps in this direction are the reinstatement of Haiti's membership in CARICOM and its joining the Rio Group.

48. The UNCT is increasingly involved in facilitating South-South cooperation. One notable example is the waste management project in Carrefour Feuilles (Port-au-Prince), which is funded by Brazil, India, South Africa and UNDP. This initiative aims at improving social services and alleviating poverty while generating capacity-building in this poor district of Port-au-Prince. Activities are grouped into two major components: waste management and the establishment of a public market. A legally registered committee (CASCAF) has been created at the community level by the project to implement the activities on waste management and to ensure effective involvement of the relevant governmental institutions (the Ministries of

Environment, Transport, Health as well as the local municipality) to promote a strong sense of ownership both by the community and the government institutions.

49. The initial project has shown that the residents, 50,000 inhabitants (about 80 per cent of them are illiterate and below the poverty line) are benefiting from it in terms of reduced violence in the neighbourhood and the generation of work opportunities. Currently, the initiative provides jobs for 220 people, 50 per cent of whom are women, in a neighbourhood where most households are headed by a single parent. On the basis of the positive results achieved so far, the Government regards the project as a good model to be replicated in other regions of the country. Four additional municipalities have expressed their interest in developing partnerships with the committee of Carrefour Feuilles.

50. The second project component focusing on marketing of recycling products (paper, plastic, iron and glass) as well as on broom production is progressing. Three companies (including one Mexican company) have shown interest in buying plastic waste. One local company is exploring a potential partnership with the project for purchasing iron waste. The recycling of glass requires further market analysis. Meanwhile, paper waste is being recycled into fuel ("briquettes") to be sold in the local markets to replace charcoal fuel. Gains from the "briquette" sales will be reinvested into the project (for workers' salaries and for strengthening project activities). To reduce competition between "briquette" sales and sales by charcoal vendors, the latter will be encouraged to also sell the products of the waste management project.

51. The evidence indicates that the waste management initiative is creating effective social alliances and building economic partnerships with government institutions and the private sector, which in the medium- and long-term would help ensure the project's sustainability.

52. Another example of South-South cooperation (launched in March 2008) is a project on strengthening the national response against gender-based violence, involving the National Coalition against Gender-based Violence (Concertation Nationale contre les violences specifiques faites aux femmes), with support from the Government of Brazil, OXFAM/Netherlands and UNFPA. Focusing on three departments of Haiti, the South-East, North-East and West, the project aims to strengthen a network of medical, psychosocial and police services for victims of violence, including specialized units dedicated to assisting violence victims in at least five police stations. The project will also facilitate advocacy activities as well as exchanges among experts in Brazil and Haiti. This project complements a large UNFPA/UNIFEM project on the prevention of gender-based violence funded by CIDA.

53. The delegation reaffirms the importance of South-South cooperation and encourages utilizing all opportunities to pursue such initiatives.

D. Transition from relief to development

54. Recognizing the particular nature of and the challenges associated with the transition from relief to development, the United Nations General Assembly urged the United Nations agencies and the donor community, in coordination with the national authorities, to begin planning the transition to development and taking

measures supportive of that transition, such as institutional and capacity-building measures, from the beginning of the relief phase. The General Assembly also emphasized the need for United Nations organizations to strengthen interdepartmental and inter-agency coordination in order to ensure an integrated, coherent and coordinated approach to assistance at the country level, taking into account country-specific challenges.

55. Furthermore, the General Assembly also called for the improvement of the effectiveness of resource mobilization for transition from relief to development, urging donors to consider coordinated, predictable and flexible funding, while recognizing the important role of an effective and responsive resident coordinator/humanitarian coordinator system, in this regard. The General Assembly also requested the resident coordinator system and the UNCT to promote the inclusion of prevention strategies and risk reduction in national development plans.

56. In Haiti, the stabilization of security and the transition to sustainable development, as well as recovery from natural disasters, are high priority elements of both national policies and international cooperation.

57. In recognition of the specificity of the situation in Haiti, MINUSTAH was conceived as an integrated mission. The initial appraisal missions for preparing the Security Council mandate, benefited from the participation of the relevant United Nations funds, programmes and specialized agencies. The resident coordinator also serves as a DSRSG and reports to the SRSG, meanwhile MINUSTAH has a number of mandates in the development area. While MINUSTAH has considerable human resources, its programmable budget is comparatively small and hence is used mainly for quick impact projects. The long-term development activities are carried out by the UNCT in support of the overall objectives of the Government and MINUSTAH.

58. As Haiti resolves some of its most pressing security and humanitarian challenges, with the support of the international community, it is embarking on longer term objectives and strengthening of the state in its provision of public goods and services. Considering the short-term nature of the MINUSTAH mandate and the security-related image it has in the public mind, there is a need for closer coordination between UNCT and the development-related units of MINUSTAH to ensure a smooth transition from short-term activities to long-term sustainable development. It is important that the transition to sustainable development in Haiti be associated with a relative increase in the visibility of the development arm of the United Nations. It is also important that overlapping risks be reduced and complementarity sustained. The delegation is of the view that this requires further discussion about the relationship between MINUSTAH development activities within and outside the UNCT and possibly the consolidation of all the development-related activities under the leadership of the DSRSG/resident coordinator/humanitarian coordinator.

59. The UNDP 2004 Global report on reducing disaster risk lists Haiti as among the countries with the highest risk index. In a country frequently affected by major natural calamities, the line between humanitarian assistance and development activities is sometimes difficult to draw. The UNCT plays an important role in supporting the Government and the people of Haiti in responding to emergencies and building resilience and preparedness. The resident capacities of WFP and UNICEF play a crucial role in the national rapid response mechanism and UNDP provides the Government with valued support for coordination of the donor

community, capacity development for mitigating the risks of natural disasters and assessing early recovery needs. ILO, WFP and UNDP are also active in the long-term prevention of natural disasters through support in the management of watersheds, building of terraces and securing of riverbeds – areas in which FAO could be involved in the future. Psychosocial and socio-economic evaluations of affected communities, training in HIV/AIDS prevention and reproductive health promotion, and the mobilization of women and young people on public hygiene and waste management was provided with UNFPA support following hurricane Noel.

60. The UNCT has contributed to the establishment of an early warning mechanism. A bulletin on early warning and food security (Système d'alerte précoce sur la sécurité alimentaire PAM - SAPSAP) is published quarterly by the Observatoire national de la sécurité alimentaire (ONSA), under WFP guidance and with the participation of various partners.

E. Inter-agency collaboration and coordination

61. The United Nations General Assembly has requested the United Nations development system to use the UNDAF and its results matrix as the common programming tool in view of its potential as the collective, coherent and integrated programming and monitoring framework in the interest of enhancing aid efficiency and aid effectiveness. In its resolution 62/208, the General Assembly underscored that the resident coordinator, supported by the UNCT, should report to national authorities on progress made against results agreed in the UNDAF. The General Assembly also emphasized that programme countries should have access to and benefit from the full range of mandates and resources of the United Nations development system, including in the case of non-resident agencies, through hosting arrangements with resident organizations, as appropriate.

62. Bearing in mind that coordination activities represent transaction costs that need to be controlled, the United Nations development system is requested to continue to harmonize and simplify rules and procedures, wherever this can lead to a significant reduction in the administrative and procedural burden on the organizations and national partners; to conduct missions, analytical work and evaluations at the country level jointly; and to provide their capacity development support through coordinated programmes. The United Nations development system is further encouraged to make increased use of national public and private systems for support services. In consultation with the national Government, the country presence of the United Nations development system is to be rationalized through common premises, co-location and common shared support services, in order to reduce United Nations overhead and transaction costs for national Governments.

63. As a central part of the UNDAF preparation process, in November and December 2007, the UNCT together with the relevant sections of MINUSTAH conducted a series of consultations with civil society, donors and government representatives on the main challenges facing Haiti. The UNDAF is based on and synchronized with the DSNCRP. The now completed analytical phase provides a basis for the identification of priority areas that will be further reviewed with partners in conjunction with the results of the International Conference on the Implementation and Financing of the DSNCRP in April 2008.

64. The overall coordination between the United Nations development agencies in Haiti seems to be satisfactory. The delegation observed several positive examples of UNCT collaboration, as well as its collaboration with relevant MINUSTAH units, including on child protection and gender issues.

65. The MINUSTAH Child Protection Unit (CPU) and UNICEF, for example, work together closely on child rights and child legislation providing technical support to and training of judicial officers and members of the Haitian National Police. Both UNICEF and the MINUSTAH CPU are members of the cluster for the protection of children in conflict with the law, which meets on a monthly basis and is composed of different governmental and non-governmental organizations working in the area of juvenile justice. The MINUSTAH CPU and UNICEF are also members of the cluster on child trafficking and regularly consult on Haitian and international law. The MINUSTAH CPU supports UNICEF through the work of its decentralized units on identification, reporting and monitoring of cases of violence, abuse and exploitation of children, adolescents and women.

66. Another notable example is the close collaboration between MINUSTAH, UNFPA and UNICEF in support of the National Coalition against Gender-based Violence that includes the Ministry of Women's Affairs, the Ministry of Justice and Public Security and the Haitian National Police, in addition to the bilateral donors and a network of national NGOs. Also, the United Nations volunteers have a visible presence in MINUSTAH and are working in almost every section in the mission, particularly in the regions.

67. Examples of positive cooperation between the United Nations development agencies include projects in which the agencies seek to maximize synergies like the ILO/WFP/UNDP project on hillsides management and joint job creation in Gonaives, as well as joint projects, including the UNFPA/UNICEF project on maternal mortality reduction in three districts of Haiti, and the UNFPA/UNICEF/PAHO reproductive health joint project. While the coordination and collaboration around joint projects requires considerable investment of time and organization, such projects present clear advantages for the Government, since they require only one administrative interface with the Government (i.e., one accounting and reporting system). The delegation recommends pursuing the development of joint projects wherever relevant and feasible.

68. In formulating and executing the UNDAF, under country leadership, some priority sectors identified by the Government may not at present fully benefit from United Nations expertise in the country. Areas such as the environment and trade (international trade as well as regional economic integration) could benefit from non-resident United Nations bodies such as UNEP and the United Nations Conference on Trade and Development (UNCTAD), working through memoranda of understanding with UNDP or with another UNCT member, or even through a working arrangement directly with the resident coordinator's office. Such inclusiveness should be encouraged when it is relevant and brings greater effectiveness to the work of the United Nations development system at the country level.

69. The delegation observed positive communication between the UNCT and civil society organizations. NGOs benefit from the statistical data and studies prepared by United Nations agencies. Civil society organizations also expressed their appreciation to the UNCT for promoting human rights and justice in the country.

However, some NGOs made a point regarding the need to simplify the administrative procedures of the United Nations organizations to allow for better access by civil society. Some NGOs requested to be more actively included in United Nations projects, especially at the grass-roots level.

70. Access to the planning processes of the Government and the UNCT is of great importance to civil society. The sector round tables (several of which are coordinated by members of the UNCT) are seen as a useful platform for this purpose, as well as for building consensus and ownership around the DSNCRP. There is a need to address the issue of parallel funding to avoid overlap and improve the efficiency of the activities of the respective United Nations agencies and NGOs.

71. One of the best examples of successful collaboration between the United Nations agencies and civil society is in the area of HIV/AIDS. To deliver family planning services and HIV/AIDS voluntary testing and counselling, including on sexual violence, to women and youth in the lowest income areas of Port-au-Prince, UNFPA, with European Union funds, has provided support to GHESKIO, an Haitian health professionals' association. This project is linked to a microcredit revolving fund that has benefited more than 400 HIV-positive women.

72. Considerable progress has been made in terms of common premises in Haiti, as most of the United Nations funds, programmes and specialized agencies (with the notable exception of UNICEF) work out of the same campus and use common services to a large extent. The UNCT is making slow progress on the implementation of a harmonized cash transfer modality. In view of the discussions with the Government on funding mechanisms for the DSNCRP and in order for the UNCT to be proactive in this regard, the delegation recommends that the work on harmonized cash transfers be accelerated to the extent possible.

V. Conclusions and recommendations

73. **The members of the Executive Boards of UNDP/UNFPA, UNICEF and WFP observed that the UNCT in Haiti is committed to supporting the efforts of the Government of Haiti to strengthen its national capacity and to improve the lives of all citizens.**

74. **The year 2008 is a pivotal year for Haiti. After four years of crisis, the country is slowly but increasingly gaining in stability and confidence with the help of MINUSTAH, the United Nations development system and the international donor community. Given the challenges the country faces, predictable funding is crucial for both humanitarian and recovery programmes. Core funding and funding with low levels of earmarking, such as thematic trust funds, remain the most effective and preferred means for delivering United Nations programmes.**

75. **In recovery and transition periods, direct execution is often the preferred approach to programme delivery at the field level to ensure early and tangible results. However, the choice of this approach may at times be detrimental to longer-term sustainable development objectives. The delegation recommends that projects that have not yet done so should review their approach in this regard, with a view to supporting capacity-building to specifically increase the level of sustainable national execution.**

76. **The delegation recommends greater engagement of the international community in supporting the Government in promoting decentralization efforts as indicated in the DSNCRP.**

77. **The UNCT should assist the Government in formulating policy to promote the retention of qualified staff in the country, for example, by providing the Government with examples of best practices and policy advice in this regard, within the framework of the administrative reform project.**

78. **There is a need to improve data collection in various sectors of development in Haiti. The UNCT has a role to play in strengthening the government capacity on collection, analysis and use of statistical data. In particular, specific support should be provided to the basic statistics programme to be established by the Government in the context of the implementation of the DSNCRP.**

79. **The DSNCRP, Haiti's growth and poverty reduction strategy, is the principal programming document guiding the country's development priorities. It needs to be accompanied by a midterm expenditure programme committing the Government and the donor community to funding the proposal. Equally important is the need for a robust communications strategy to ensure sustained ownership of the DSNCRP within the Haitian society. The UNDAF, currently being formulated under country leadership, must be aligned to the DSNCRP.**

80. **The private sector should be better engaged in moving Haiti out of poverty, particularly through job creation in the formal sector. In this regard, the delegation considers it important that a road map be prepared on a legal regulatory framework to help attract domestic and foreign investment to advance Haiti's economic development. The UNCT has a role to play in rapidly moving this agenda forward.**

81. **The General Assembly resolution 62/208 on the triennial comprehensive policy review affirms the lead role of the United Nations resident coordinator in all matters related to the coordination of the delivery of United Nations development activities at the country level, asserting that the resident coordinator is accountable, with support by the UNCT, for reporting to the Government on development achievements of the United Nations development system. The delegation wishes to reaffirm the leadership and accountability role that the resident coordinator should exercise in Haiti.**

82. **Further attention should be given to the need for better coordination of all donor activities in Haiti, in accordance with the principles of the Paris Declaration on Aid Effectiveness. The delegation believes that the United Nations resident coordinator is well placed to play the neutral role of bringing together various members of the donor community with the objective of increasing aid effectiveness in Haiti.**

83. **There is a need to ensure that as many initiatives as possible are programmed with a vision of long-term development sustainability. Close dialogue should be maintained between the UNCT and MINUSTAH to provide for a smooth transition from short-term activities to long-term sustainable development. The delegation is of the view that this requires further discussion about the relationship between MINUSTAH development activities within and outside the UNCT and the possible consolidation of all the development-related**

activities under the leadership of the DSRSG/resident coordinator/ humanitarian coordinator.

84. **While the UNCT in Haiti has shown that coordinated approaches to programming by the United Nations funds and programmes can produce valuable synergies, the delegation believes that joint/inter-agency programming should be the preferred approach, whenever feasible.**

85. **Given the slow progress on the implementation of a harmonized cash transfer modality, the delegation recommends that the work in this regard be accelerated to the extent possible.**

86. **The delegation encourages the UNCT to further support South-South cooperation initiatives to meet Haiti's development needs.**

Annex I

List of participants in the joint field visit by members of the Executive Boards of UNDP/UNFPA, UNICEF and WFP to Haiti (1-9 March 2008)*

Regional group/country	*Name and title*	*Representing Executive Board*
African States		
Central African Republic	H.E. Mr. Fernand Poukre-Kono, Permanent Representative	UNDP/UNFPA
United Republic of Tanzania	Mr. Omary Mjenga Rajabu, Second Secretary	UNDP/UNFPA
Zimbabwe	Ms. Sophia Nyamudeza, Minister Counsellor	UNICEF
Cape Verde	Ms. Maria Goretti Santos Lima, Counsellor	WFP
Latin America and Caribbean States		
Ecuador	Mr. Gustavo Endara, Second Secretary	UNDP/UNFPA
Jamaica	Norma Taylor Roberts, Director, Economic Affairs Department, Ministry of Foreign Affairs	UNDP/UNFPA
Guatemala	Ms. Connie Taracena Secaira, Minister Counsellor	UNICEF
Peru	Mr. Manuel Antonio Alvarez Espinal, Counsellor, Alternate Permanent Representative	WFP
Eastern European States		
Slovakia	H.E. Mr. Peter Burian, Permanent Representative	UNDP/UNFPA
Russian Federation	Ms. Anna Ovcharenko, Attaché	UNDP/UNFPA
Serbia	H.E. Mr. Pavle Jevremovic, Permanent Representative	UNICEF
Ukraine	Ms. Oksana Dramaretska, First Secretary	WFP
Asia and the Pacific States		
Bangladesh	Mr. Mahmudul Karim, Minister	UNDP/UNFPA
Malaysia	Mr. Zainol Rahim Zainuddin, Minister Counsellor	UNICEF
Kuwait	Ms. Manar Sabah Al-Sabah, Attache, Alternate Permanent Representative	WFP

Regional group/country	*Name and title*	*Representing Executive Board*
Western European and other States		
Switzerland	Mr. Thomas Gass, Counsellor	UNDP/UNFPA
Italy	Ms. Loredana Magni, Adviser	UNDP/UNFPA
Denmark	Ms. Tine Blaakær, First Secretary	UNDP/UNFPA
Norway	Mr. Ola Brevik, Minister Counsellor	UNICEF
Canada	Mr. Francois Arsenault, Minister Counsellor	WFP

* The mission was accompanied by:
Ms. Rekha Thapa, Secretary, UNDP/UNFPA Executive Board, UNDP
Mr. Kwabena Osei-Danquah, Chief, Executive Board and External Relations Branch, UNFPA
Ms. Ranjana Dikhit, Senior Reports Officer, Executive Board and External Relations Branch, UNFPA
Ms. Kirsi Madi, Secretary, UNICEF Executive Board
Ms. Claudia von Roehl, Secretary, WFP Executive Board

Annex II

Summary of the work programme of the joint field visit to Haiti, 1 to 9 March 2008

Saturday, 1 March

- Arrival of the members of the Executive Boards of UNDP/UNFPA, UNICEF and WFP in Port-au-Prince, Haiti

Sunday, 2 March

- Meeting of the Executive Board Secretariats of UNDP, UNFPA, UNICEF and WFP with the joint field visit coordinator and the resident coordinator office representative
- Meeting of the joint field visit delegates and the Executive Board Secretariats to select a team leader, chief rapporteur and other rapporteurs, and to review the work programme
- Security briefing
- Briefing by the resident coordinator and the heads of the UNDG Executive Committee agencies

Monday, 3 March

- Briefings by the PDSRSG, the resident coordinator, UNCT-MINUSTAH senior staff
- Visits to the offices of UNDP, UNFPA, UNICEF and WFP
- Meeting with the Prime Minister of Haiti and the Ministerial Cabinet
- Welcome reception with senior government officials, diplomats, United Nations officials, and representatives of civil society, NGOs and the private sector

Tuesday, 4 March

- Meeting with the donor community
- Meeting with civil society
- Lunch with senior government officials
- Meeting with the private sector

Wednesday, 5 March

For project site visits the delegation was split into two groups:

Group I

- Visit to two inter-agency projects in Gonaives: (a) environmental protection project (UNDP, WFP, ILO); and (b) maternal mortality reduction project at Marchand Dessalines Department Hospital (UNFPA, UNICEF)

Group II

- Visit to two inter-agency projects in Cap Haitien: (a) school feeding project (WFP); and (b) Milot Hospital maternal mortality and pediatric care project (UNFPA, UNICEF, WFP)
- Lunch with the Department Delegate in Cap Haitien

Thursday, 6 March

Group I

- Visit to Jacmel (South-East) to: (a) school feeding and deworming programme (UNICEF, WFP); and (b) South-East's Water and Sanitation Project (UNDP, Agencia Española de Cooperación International para el Desarrollo/[Spanish Agency for International Development Cooperation])

Group II

- Visit to project sites in Port-au-Prince: (a) CHOSCAL Hospital Centre (UNICEF, UNFPA, WFP); (b) school project (WFP/IOM); and (c) waste management project (a South-South UNDP project funded by Brazil, India and South Africa)

Friday, 7 March

Project site visits in the morning

Group I

- Visit to GHESKIO, leading NGO centre combining AIDS prevention, treatment, research and integrating HIV prevention and reproductive health (UNFPA, UNICEF, WFP, European Union, Global Fund)

Group II

- Visit to two prisons in Petionville and Delmas 33 (UNICEF, UNDP project with the Haitian National Police)

In the afternoon

- Lunch with the staff of UNDP, UNFPA, UNICEF and WFP at their respective offices (delegation splits into four groups for working lunch)
- Debriefing with UNCT
- Debriefing with Government
- Press briefing

Saturday, 8 March

- Visit to art gallery and craft centres
- Report writing
- Meeting with the SRSG
- Cultural event (musical)
- Concert for International Women's Day

Sunday, 9 March

- Departure of the members of the Executive Boards of UNDP/UNFPA, UNICEF and WFP from Port-au-Prince, Haiti

N.B. Throughout the mission the delegation held regular internal meetings to discuss key issues and to move forward with the drafting of the report of the joint field visit.

Annex III

Organigram